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OPERATIONAL ACTIVITIES FOR DEVELOPMENT

Report of the Committee on Food Aid Policies and Programmes

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World Food Programme - 1990 in retrospect

1. WFP's work has shown that food aid has an important role in overcoming the causes of poverty and hunger. In order to fulfill that role it must be integrated into national development programmes, treated as a development resource by the government and adequately backed by technical and financial support.

2. There is increasing consensus that a comprehensive approach to **poverty alleviation** comprises a two-part strategy of promoting the productive use of the most abundant asset of the poor - their labour; and providing basic social services such as primary health care, nutrition and basic education, to the poor.

3. Even with such a basic strategy, a programme of well-targeted resource transfers or **safety nets** are needed for some groups of poor people unable to maintain reasonable living standards. This two-part strategy plus safety net is precisely the approach WFP has followed from the start.

4. Through food-for-work, land settlement, agricultural production and community development projects, WFP helps mobilize and compensate the labour of the poor to construct rural infrastructure and undertake other economic and social development activities. Support to health and education helps governments provide basic social services. Emergency food aid for refugees, displaced people and victims of natural disasters are part of the safety nets.

5. Over its nearly 30 years of operation, WFP's contribution to the attack on poverty and hunger has become increasingly significant. At the end of 1990, WFP was assisting 278 **active development projects** with total resources from WFP valued at $3.24 billion, including commitments of $480 million in 1990 for 48 new development projects or expansions of existing development projects and budget increases for ongoing projects. The portfolio of development projects provides food to an estimated 75 million people.

6. Through 23 active operations worth $324 million WFP supported 6.6 million **long-term refugees and displaced people** in 1990, providing them with most of their basic food requirements. Food aid worth $132 million was provided to some 5.8 million people in 20 countries through 32 **emergency operations**. In 1990, disaster relief, including the feeding of long-term refugees, amounted to nearly half of all WFP food aid commitments - $336 million for long-term refugees and displaced people and $132 million for emergency operations, compared with $480 million for development projects.

7. In value terms, nearly half of WFP food aid shipments for 1990, for both development and emergency purposes, was to **LDCs**. In 1990 the Programme allocated $364 million to LDCs, nearly half of all WFP expenditure. One third - $1.1 billion - of WFP's total development project portfolio is for LDCs, which received 32 percent of new WFP development commitments in 1990. In addition, 62 percent of WFP commitments for emergency assistance and 50 percent of commitments for long-term refugees and displaced people were for LDCs in 1990.

8. During the eighties, WFP spent $2.6 billion, 39 percent of total expenditure, on LDCs. Over the same period, WFP shipped nearly five million tons of food for development projects and over two million tons for emergencies and refugee relief in LDCs.

WFP resources for development

9. By the end of 1990, **total multilateral resources** made available to WFP for the 1989-90 biennium had reached nearly $1.75 billion, including 4.5 million tons of food. That included contributions or pledges to WFP's regular resources, the Food Aid Convention (FAC), the International Emergency Food Reserve (IEFR), special contributions for the Afghanistan operation and additional pledges to WFP's regular resources for the feeding of long-term refugees and displaced people.

10. By the end of 1990, 80 countries had pledged a total of more than $1.2 billion, representing 86 percent of the target for the 1989-90 biennium of $1.4 billion for WFP's **regular pledge**, which is mainly used to fund development projects. Of that amount, three quarters was in food commodities (or cash for the purchase of commodities) and only one quarter in cash. Thus, the cash portion remained well below the one third level specified in WFP's regulations. A pledging target of $1.5 billion, of which one third should be in the form of cash, for the regular resources of WFP has been agreed upon for the 1991-92 biennium.

11. WFP's **annual turnover** in 1990 - the sum of the resources managed by the Programme - was more than one billion dollars. Programme support and administrative costs as a proportion of turnover were seven percent. Total staff costs were just $49.6 million in 1990, or only 4.6 percent of turnover.

12. The Programme's 437 international and 1,100 local **staff** helped 90 developing countries through WFP headquarters in Rome and offices in 80 developing countries. Nearly half of WFP's international professional staff are nationals of developing countries.

13. **Low-income food-deficit countries**, countries whose people have an average annual income of less than $1,135, and which have to import food to meet their food requirements, receive most of WFP's assistance. Some 86 percent of WFP's development assistance commitments, 85 percent of emergency aid and 90 percent of assistance for long-term refugees and displaced persons went to those countries in 1990.

14. While the number of development projects approved in 1990 remained high, the $480 million committed for them was the lowest amount since 1980. There were a number of reasons for this decline in **commitment level**. Commitments for WFP's larger projects tend to be cyclical, resulting in years with relatively high commitment levels and years, like 1990, with lower levels. Moreover, reduced availability of food aid commodities due to increased prices in 1989 and early 1990 meant that deliveries of earlier commitments extended over longer periods, with the result that approval of commitments for new phases of projects was delayed. In addition, in 1990 fewer commitments were made for high-value goods, particularly dried skim milk (DSM), for which demand has declined over the past few years, and vegetable oil, for which commitments were constrained by its limited availability, although this now appears to be easing.

15. **Shortfalls** are projected in 1991 for a number of commodities, particularly rice, canned cheese, canned meat, canned fish and tea. Tea, while not a nutritionally valuable foodstuff, is important as an incentive commodity in many food-for-work projects, particularly in western Asia.

Using the labour of the poor productively

16. WFP seeks to use food aid so that poor people are employed to construct a development asset and so receive temporary relief from poverty. At the same time, poor people (the same or others) should also receive lasting benefits from the asset created. Two thirds of WFP's development assistance - $2.1 billion, including $210 million of new commitments in 1990 - is used in this way.

17. The main types of projects assisted are:

- Agricultural production. Projects to increase agricultural production, including land-clearing, forestry, land rehabilitation and fisheries development accounted for 46 percent of WFP's development activities in 1990 or $1.5 billion. In those projects, food aid is typically used as food-for-work to fund labour-intensive activities, as an incentive to encourage participation by local farmers in the project activities or to compensate them for the time they invest in the project.

- Rural infrastructure. A major problem in rural areas is the lack of physical infrastructure, such as roads to transport goods to market, water systems for personal use and agricultural production, and community facilities such as schools, health-care centres and social centres. Food aid can help construct those facilities through food-for-work schemes. In 1990, such projects amounted to $287 million, or nine percent of WFP development activities.

- Settlement projects. Land settlement projects, in which new lands are brought into production by small-holders, accounted for seven percent of WFP's development activities in 1990. Food assistance tides settlers over the initial settlement period until the first harvest, or until self-sufficiency in food production is reached. Food aid also can be used as food-for-work to construct agricultural infrastructure, public amenities and civil works.

- Urban development. Assistance to help poor people in urban areas undertake development activities currently accounts for only a small amount of WFP's development assistance - $30 million, or one percent of total WFP development assistance in 1990. In urban development projects WFP uses food aid to pay workers employed in improving local sanitation facilities, roads and paths and houses. With the increase in urban poverty in many developing countries, it is likely that assistance to this sector will grow in the coming years.

Providing basic social services

18. WFP provides food aid as part of primary health and basic education activities in the belief that a healthy population that is literate and has useful skills is necessary to achieve sustained economic growth. At the end of 1990, WFP was assisting 92 **human resource development projects** for vulnerable group feeding (mothers, infants and pre-school children) and feeding children at primary schools with $1.2 billion of WFP resources. Human resource development projects accounted for 56 percent of 1990 commitments with a total value of $270 million.

19. Food, nutrition, health and productivity are interdependent: lack of food causes poor health, which in turn reduces productivity. In vulnerable group feeding projects, WFP food aid is used to encourage greater and more regular attendance of mothers and young children at health centres. The food either provides a dietary supplement or constitutes a transfer of income to poor households or individuals because the food is in addition to the existing income sources of the household or individual. Food aid may also provide budgetary

support to a government, allowing it to expand or improve vulnerable group health and nutrition or other social programmes.

20. In **school-feeding projects**, WFP food is used as an incentive to encourage regular attendance by pupils at schools and as a dietary and income supplement to the family (which helps compensate for the loss of the child's labour while attending school). School feeding alleviates short-term hunger, improving children's learning ability. Sometimes WFP food also saves money in government budgets, which can be used for additional investment in education.

21. When feasible, WFP also tries to combine human resource development with other activities that provide poor people with opportunities to increase their incomes.

The environment

22. By the end of 1990, WFP was assisting 155 projects with environmental components, with a total resource value of nearly $1.2 billion, more than one third of all WFP assistance. WFP has prepared specific project guidance material to cover the possible **environmental impact** of WFP-assisted projects. Rather than developing its own Environmental Guidelines and comprehensive Environmental Impact Procedures, WFP has adopted a simple checklist in which the types of projects most exposed to environmental risks have been established and the most likely risks for each project type have been indicated.

Beneficiaries of WFP development activities

23. The **ripple effects** of WFP's development work can be very widespread. Whole communities can benefit from a general improvement in a region's economic development. For example, new work skills gained as part of a WFP-assisted training programme result in improved productivity or job opportunities, leading in turn to higher family incomes. Increased family income gives greater purchasing power, and so more demand for goods and services. Well-constructed infrastructure built with the assistance of food aid can last many years and benefit several generations.

24. Each type of development project also has **immediate beneficiaries** - those who directly participate in project activities and receive WFP food for themselves or their dependents. An estimated total of 12.5 million individuals will be immediate beneficiaries of all the development projects approved in 1990.

Emergency and refugee feeding

25. Each year millions of poor people in developing countries are afflicted by natural or man-made disasters and require **emergency food aid** to sustain them. At the same time, millions of refugees and displaced persons rely on the international community for their basic needs.

26. Almost half of all emergency food aid is handled by WFP, from the International Emergency Food Reserve (IEFR), from the Programme's regular resources or on behalf of bilateral donors. The remainder is largely provided as direct bilateral assistance or through non-governmental organizations. In value terms, 1990 commitments of emergency food aid from the IEFR and WFP's own resources exceeded those of 1989 by 45 percent. In all, 272,000 tons were provided for emergency feeding.

27. Twenty donors, including two developing countries, Lesotho and Mauritius, contributed to the IEFR, the main source of food for emergency feeding. **Contributions in 1990** amounted to 207,000 tons of commodities, including both cereals and non-cereals, valued at $87 million. This level is well below the established target of 500,000 tons of cereals for the IEFR. However, donors now make separate additional pledges for protracted refugee and displaced person projects. In the past, food for those needs were met from the IEFR. Donors are being requested to examine their level of contributions to the IEFR, in order to maintain the value of this multilateral resource for emergency interventions.

28. Despite the decline in the IEFR, WFP was able to cover most basic emergency needs in 1990. However, the IEFR was seriously short to cover requirements spreading into 1991, and WFP has made a number of special appeals for additional food, especially for Africa. The IEFR is, in fact, increasingly becoming a very directed resource, either with donors approaching WFP on a case-by-case basis with offers of assistance to certain emergency situations or with WFP itself approaching the donors in each case. Either way, the IEFR loses its intended true multilateral character.

29. Except for long-lasting refugee situations, where shipments can often be organized far in advance, **rapid deployment of food** in emergencies is always challenging. In many cases, initial food needs must be met in a matter of days, either by being obtained on the spot or urgently delivered through special measures. WFP commonly solves this problem by borrowing from in-country stocks destined for development projects. When borrowings are made from WFP development projects, care is taken to minimize disruption of development activities. Often WFP-assisted development projects in disaster-prone countries include a small reserve to facilitate this process. If timely replenishments can be arranged, it is sometimes possible to borrow from other donors or from government stocks. In 1990 WFP borrowed food to speed the delivery of aid in two thirds of emergency operations.

30. At any one time, approximately 15-20 ships chartered by WFP are on the seas carrying WFP food aid. In some emergency situations these ships can be diverted. If no stocks are readily available, WFP tries to purchase food locally for emergency food aid. As WFP's cash resources are limited, that option can be used only in exceptional cases. In 1990 WFP resorted to food purchases for emergency situations in 17 countries.

Using development assistance in emergencies

31. It has long been recognized that providing emergency food aid treats the symptoms and usually not causes. That is why WFP puts so much emphasis on supporting development projects that aim to help people living in marginal areas to improve their lives and become more secure. It is often much better to provide relief to famine victims through **enlarging development projects** than through free distribution of food aid. In a number of countries WFP has responded to the need for emergency food by increasing the number of beneficiaries in ongoing food-for-work development projects, providing the people in need with both food and work.

Long-term refugees and displaced persons

32. In its food assistance to long-term refugees and displaced persons (defined by WFP as people who have been receiving assistance for more than one year), WFP tries to link the provision of food with possibilities for introducing **training activities**, in particular in farming techniques, but also in other activities aimed at durable solutions.

33. In its first full year, the new mechanism for funding food assistance for long-term refugees and displaced persons has worked well, although some initial difficulties were experienced in ensuring continuity of food supply. Seventeen donors, including a non-governmental organization, contributed 541,000 tons of commodities to feed long-term refugees and displaced people.

34. Since pledges are expressed largely in monetary terms, the actual quantity of food varies with food prices and fluctuations in currency rates. In addition, UNHCR's resource constraints diminished its ability both to respond quickly to new refugee emergencies and to substitute items if WFP food supplies are delayed. The constraints have also made it more difficult to provide sufficient quantities of complementary food items to round out the food basket, especially important for refugee children.

35. Although in 1990 donors appeared to be willing to meet the food requirements of refugee feeding operations, sometimes WFP did not receive from donors cash to cover the full costs of internal transport, storage and handling (ITSH). Refugee feeding often entails **high costs**, including overland transport expenditures and very substantial ITSH subsidies. While WFP is constantly attempting to keep these costs as low as possible, there is no alternative to incurring the required expenditures if the supply of food is to be maintained. Thus, in addition to contributions of food, adequate cash is needed from donors to move the food from the point of shipment to the point of final delivery to the beneficiaries.

36. WFP plays a predominant role in **supplying food to refugees** in developing countries - total annual requirements are some 1.3 million tons of food, of which WFP currently provides 60 percent including bilateral donations channelled through WFP. In view of this, WFP and UNHCR commenced negotiations in 1990 for a new memorandum of understanding whereby WFP would take over from UNHCR in phases the responsibilities for pledging, procuring, shipping, coordinating, transporting and delivery of the basic food essential to feed about eight million refugees in developing countries.

37. Traditionally, WFP has supplied only very basic foods to refugees - cereals (such as wheat, wheat flour, maize, sorghum and rice), edible oil and protein (usually pulses). In the new cooperative efforts with UNHCR, WFP will increasingly be requested to supply **additional commodities**, such as high protein foods and condiments to make the basic food more palatable.

38. One result of this closer cooperation is the establishment of **improved guidelines** for calculating refugee food requirements, jointly prepared by UNHCR and WFP. The new guidelines will assist planners and provide a framework for the technical input of health and nutrition experts who must be consulted regarding the adequacy and appropriateness of refugee food rations. The food items required to meet these guidelines are to be met from all possible sources, including by the refugees themselves where possible, as well as by the international community.

39. The availability of adequate supplies of **essential non-food items**, such as water and cooking fuel, is also stressed. For example, whenever whole grains are supplied, grinding facilities also must be available. Appropriate cooking facilities may also be required.

40. Although 1,900 calories is the agreed minimum target, there is often uncertainty about how much food refugees actually have access to. WFP and UNHCR, in collaboration with the ACC Sub-committee on Nutrition (SCN), is developing a **monitoring system** that will help field officers dealing with refugee feeding operations compile information on the adequacy of the actual ration and the

degree of dependency, identify and consider evidence of current nutritional status, and consider constraints to adequate feeding and causes of nutritional problems. These data will help improve resource allocations and distribution to ensure that at least refugees are **nutritionally secure**, while the search for more lasting solutions to their plight continues.

Transport

41. At 2.32 million tons, WFP **shipments of food** in 1990 were up slightly from the relatively low 1989 level, but still well below the 1988 record of 3.12 million tons. As in previous years, shipments to WFP-assisted development projects accounted for the largest proportion of total shipments (53 percent), but shipments for protracted refugees and displaced people and for emergency operations were also substantial, accounting for more than one quarter of total shipments. Shipments on behalf of bilateral donors amounted to 470,000 tons, or one fifth of the total. Total transport costs, including insurance, superintendence and agency fees, amounted to $167 million. Of the total, $46 million benefited developing countries.

42. The scarcity of **cash to transport food** is often a greater hindrance to responding quickly to emergency situations than lack of food. In order to give WFP greater flexibility in getting food quickly to victims of man-made or natural disasters, a special arrangement, called the Emergency Logistics Authorization, enables WFP to use funds from its regular resources as seed money against later reimbursement from donors to meet logistics and related operational requirements in support of the delivery of emergency relief. This arrangement was resorted to three times in 1990.

Bilateral services

43. WFP, on behalf of bilateral food aid donors or United Nations agencies, may arrange for the purchase of food, its transport or the monitoring of its distribution for emergency relief or other food-aided operations. WFP's expertise in those areas provides donors with an effective service, for which it is paid a fee by the donors or agencies concerned. The fees partly cover actual costs incurred by WFP. **Bilateral services** have become a significant aspect of WFP's activities, with WFP being requested to handle more than six million tons of food with a value of more than $1.5 billion since 1982.

Food purchases

44. While few developing nations have the means to donate substantial quantities of food, many of them are sources of food that donors can purchase and use as food aid either locally or in other developing countries. In 1990, WFP bought **735,000 tons of food** worth $155 million for distribution in developing countries. In terms of tonnage, this is nearly 10 percent more than the previous record of 1989, although the amount spent was just under the 1989 figure of $157 million because of lower food prices. In addition to using its own cash, the Programme made purchases from funds provided through the FAC and the IEFR, and by bilateral donors and other United Nations agencies. Nearly six out of every 10 tons - a total of $91 million - were bought in 48 developing countries.

Non-food items

45. To be truly effective, food aid must be linked to a variety of other inputs, including technical assistance, administrative and financial support, and equipment supplies.

46. In 1990, 10 donors channelled 16 million dollars worth of **non-food items** through WFP in support of development and protracted refugee projects. In addition, WFP utilized 1.5 million dollars of its own cash resources for non-food items, mainly to help improve the inland storage and transport of food and to support effective food distribution.

Training

47. Administrative and managerial weaknesses are among the major constraints developing countries face in using food aid effectively and efficiently. WFP assists development projects that are organized, funded and managed by the governments themselves. However, in many cases the proper management, use and accountability for WFP resources require considerable on-site WFP management support. Because of these needs, WFP has a strong commitment to **training counterpart staff**, especially in management skills including financial and performance reporting.

48. During 1990, more than 5,200 government officials from 40 countries participated in 166 **training programmes** organized or funded by WFP. Half of these participants came from LDCs. Topics included project management, monitoring and evaluation, food storage and distribution, accounting and record-keeping, and computer applications for project monitoring and management.

49. **"On-the-job" training** of national staff is also important. For example, in a resettlement project in Sri Lanka, the survey work in settler households is being carried out by a local firm of experts hired under contract to WFP. Government project staff accompany these experts on periodic site visits to collect basic data on settler characteristics and progress in land development. When the current two-year contract terminates, government project staff should have developed the capacity to continue the established system of regular reporting. The reporting system already has identified several problem areas, such as shortfalls in supplies of certain agricultural inputs and shortage of labour in some female-headed households, thus permitting early remedial action.

Cooperation with other agencies and donors

50. The **technical inputs** needed for project design are provided mostly by other United Nations organizations, such as FAO which provides nearly half the total, and ILO, Unesco, WHO, Habitat and the United Nations Department of Technical Co-operation for Development.

51. WFP-assisted projects require technical and managerial resources from recipient governments and other donors in addition to the food aid supplied by WFP. The main sources of **external financing** were the World Bank; the CEC; various governments providing bilateral assistance including Germany, the Netherlands and the United States of America; United Nations agencies including FAO, IFAD, ILO, UNDP, UNICEF and UNSO; and NGOs. For example, since 1980, WFP and IFAD have worked together in 24 projects in 19 countries. Of those 24 projects, 15 have commenced in the last five years.

52. Four of the development projects approved in 1990 - three in Latin America and one in Africa - were Joint Consultative Group on Policy (JCGP) initiatives, and will be implemented in cooperation with WFP's **JCGP partners** - UNICEF, UNDP, UNFPA and IFAD.

53. WFP has also recently taken steps to strengthen its support to NGOs at the local level. WFP has delegated to its country offices the authority to provide food (up to five percent of any individual WFP-assisted project) to local NGO-assisted projects that have similar objectives and target groups as WFP-assisted projects.

WFP and UNPAAERD

54. Since 1980 many countries in Africa, in particular those south of the Sahara, have faced growing social and political turbulence combined with economic imbalances. Concern about this economic and social decline led African governments to fashion the policy and programme initiatives embodied in Africa's Priority Programme for Economic Recovery (APPER), adopted in 1985. The United Nations General Assembly called its Thirteenth Special Session in May 1986 and approved the United Nations Programme of Action for Africa's Economic Recovery and Development **(UNPAAERD)**, endorsing the goals and objectives of APPER and pledged the commitment and support of the international community.

55. Against the existing high level of support provided by WFP to sub-Saharan Africa, WFP drew up a **Plan of Action for Africa**. This set a target of more than $1.8 billion for total WFP expenditures in Africa during the UNPAAERD five-year period 1986-90. Of this amount, more than $1.5 billion was for sub-Saharan Africa. Since WFP was already providing a large amount of resources to Africa, qualitative improvements were emphasized, especially in the form of support to Governments to enable them to improve project management. WFP nevertheless approved commitments of $2.2 billion during the period, surpassing the $1.8 billion envisaged in the Action Plan. Disbursements during the period amounted to some $1.9 billion.

56. The share of WFP emergency resources allocated to Africa grew significantly during the period of UNPAAERD in response to the increase in emergency situations in the region, especially assistance for refugees and displaced people. Weakness in government institutions dealing with project food aid, and financial difficulties faced by most countries in the region, prevented the transfer of an even greater amount of resources. **Severe financial constraints faced by most countries** limited their capacity to pay for essential non-food items and costs of handling and managing WFP-supplied food. WFP did increase the support it gave to LDCs to meet the costs of handling, storing and distributing WFP commodities, but there is a limit to how much additional support WFP can give.

57. A 1990 review of WFP's contribution to UNPAAERD considered that more could have been achieved with greater monetization of food aid and more determined efforts by recipient governments to shift additional resources to food-aided projects that focused on disadvantaged groups.

Changes to WFP General Regulations

58. WFP always has been a joint programme of the United Nations and FAO. As WFP has grown and its range of activities has developed over the years, various issues have arisen over the governance of WFP and its relationship with the United Nations and FAO. The Twenty-ninth Session of the CFA in June 1990 decided to establish a Sub-Committee on Governance to examine ways of resolving the major issues involved. The Sub-Committee met twice during 1990 and submitted its report to the Thirtieth Session of the CFA in December 1990. The CFA adopted a set of general principles for the **revision of the General Regulations of WFP**. It also requested the Office of Legal Affairs of the United Nations to prepare, in consultation with FAO and WFP, "starting texts" of the revised WFP General Regulations based upon these agreed general principles. In addition, it established a Working Group and entrusted to it the task of carrying out a detailed examination of the "starting texts". The Working Group met for a week in January 1991, and adopted its report containing draft revised General Regulations and a set of draft resolutions. This report was submitted to a special session of the CFA which met in March 1991. The Special Session of the CFA adopted by consensus the report and recommendations of the Working Group (see document CFA: Special Session/3).

59. The main **proposed changes** are as follows. While WFP's status as a joint programme of both the United Nations and FAO remains unchanged, the CFA has been clearly and unambiguously recognized as the body that has responsibility for inter-governmental supervision and direction of WFP for all aspects of its activities. In line with its enhanced responsibility, the composition of the CFA is to be expanded from the current 30 to 42 members. Eleven of the 12 new seats are to go to developing countries. The Executive Director's accountability to the CFA has been put in clear and unambiguous terms.

60. Future **requests for emergency assistance** are to be addressed to the Executive Director and will be decided by him if the operation does not exceed a certain ceiling, currently $1.5 million; if the operation exceeds $1.5 million, he will decide jointly with the Director-General of FAO. The Executive Director will be responsible to the CFA for all aspects of WFP's financial management, which will be governed by WFP's own Financial Regulations. WFP's legal capacity to contract, acquire and dispose of property and to be party to judicial proceedings has been specifically recognized.

61. Briefly, these changes endow the WFP with comparable administrative autonomy to the UNDP and UNICEF.

62. The revisions to the texts of the General Regulations will be submitted to the Economic and Social Council of the United Nations and the FAO Council in mid-1991. Thereafter the revised regulations will need to be endorsed by both the General Assembly of the United Nations and the FAO Conference later in 1991.

Summary of the major decisions taken and topics discussed by the CFA during its 1990 sessions

63. The CFA met twice during 1990. The Twenty-ninth Session met from 4 to 8 June 1990 and the Thirtieth Session from 3 to 7 and 14 December 1990. Membership of the Committee during 1990 is shown in Annex I.

64. Below is a summary of the major decisions taken and topics discussed during 1990.

A. Twenty-ninth Session of the CFA in Rome, 4 - 8 June 1990

i) Pledging conference for the 1991-92 biennium

The Committee, while welcoming the results of the recent pledging conference for the 1991-92 biennium, called on donors to increase their pledges to the Programme. It expressed its concern that cash pledges overall remained well below the one third set in the WFP General Regulations, and called on donors to increase the proportion of their pledges in cash.

ii) WFP assistance for agricultural and rural development projects

The priority for, and proportions of, WFP assistance going to projects for agricultural and rural development and for human resource development in 1989 was noted with approval. The need for diversification of food aid resources through monetization and the application of WFP assistance to a wider variety of agricultural and rural development activities was also expressed.

iii) Triangular transactions and local purchases

The Committee welcomed the increasing use of food produced in developing countries as food aid through triangular transactions and local purchases. Several delegations suggested that more triangular transactions and local

purchases should be encouraged, particularly in West Africa, and urged donors to increase their cash contributions to WFP for that purpose. Concern was expressed that some donors tied their contributions for food purchases to procurement in developed countries.

iv) Cooperation with NGOs

The Committee welcomed WFP's increasingly close cooperation with non-governmental organizations (NGOs), observing that more attention should be paid to cooperating with national NGOs, which had a good understanding of local social and economic conditions.

v) Status of the WFP Headquarters Agreement

a) With respect to the rental issue for the period 1971 to 1985, the Committee agreed that it should await the findings of the External Auditor.

b) With respect to the draft Headquarters Agreement, the Committee was unanimous that negotiations should be resumed without delay and a satisfactory Agreement arrived at expeditiously.

vi) WFP and FAO relationship issues

The following proposal agreed to by the Chairman of the OECD Group and the Chairman of the Group of 77 was adopted by the Committee:

The Committee

1) Decides to establish, pursuant to paragraph 1 of Rule XA of its Rules of Procedure, a sub-committee on the governance of WFP and the relationships between the United Nations, FAO and WFP, to be chaired by the Chairman of the CFA, open to participation by all members of the CFA and observer Member States, with costs to be met within the existing WFP administrative budget;

2) Requests the sub-committee to study and make recommendations regarding the proposals put forward by the Member States, the Executive Director of WFP, the Director-General of FAO and the Secretary-General of the United Nations;

3) Authorizes the sub-committee to establish such working groups as it may deem necessary in the course of its work;

4) Requests the Executive Director of WFP to arrange for the sub-committee to commence its work in Rome no later than 3 September 1990;

5) Invites the Secretary-General of the United Nations and the Director-General of FAO and the Executive Director of WFP or their representatives to participate in its meetings and to render every assistance to the sub-committee in the performance of its work;

6) Shall consider for appropriate action at its Thirtieth Session the recommendations of the sub-committee;

7) Requests the Executive Director of WFP to transmit this decision to the Economic and Social Council of the United Nations and to the FAO Council for their information.

B. Thirtieth Session of the CFA in Rome, 3 - 7 and 14 December 1990

i) Governance of the World Food Programme and the relationships between the United Nations, the Food and Agriculture Organization of the United Nations and the World Food Programme

The Committee decided to constitute a Working Group to present proposals for consideration by the Committee during a plenary meeting. The first report of the Working Group containing recommendations with regard to specific key issues was adopted by the Committee by consensus.

Following adoption of the report, the CFA decided that the Working Group should meet again and present more specific proposals on changes to be made to the Basic Documents together with a time schedule during which the process would be undertaken. The Working Group subsequently presented a second report, which included a set of considerations concerning changes to the General Regulations of WFP and a time schedule for finalization of the process in 1991 as follows:

- The CFA's task is to prepare proposals on the relevant documents for the consideration of the relevant FAO and UN intergovernmental fora.[1]

- Draft texts of documents to be finalized before the ECOSOC spring session, 1991.

- Extraordinary CFA meeting to be held in early March 1991.

- The UN Office of Legal Affairs to be asked to prepare, in consultation with FAO and WFP, starting texts before 21 January.

It was also decided that the Working Group would meet for one week from 28 January to 1 February 1991.

This second report was adopted by the Committee by consensus.

ii) WFP Headquarters Agreement

The Committee took note of the information provided by the representatives of FAO, the United Nations and the Government of Italy and reiterated its earlier appeals to see the WFP Headquarters Agreement signed and ratified without further delay.

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[1] The results of the Committee's discussions may be found in document CFA: Special Session/3, the report of the First Special Session of the CFA, which is being submitted to ECOSOC and the FAO Council under separate cover.

65. The attention of the Council is drawn to the following paragraphs of the report of the Thirty-first Session of the CFA (document CFA: 31/17):

"Introduction

The Deputy Executive Director, in referring to document CFA: 31/P/8 and document CFA: 31/P/8 Add.1, recalled the underlying reasons for retaining the pledging target at the current level of 1.5 billion dollars. He reminded those present of the prevailing cash situation and its negative effects on WFP operations. The Executive Director's proposal took account of the attainment of contribution targets in the past, as well as the probable capabilities of donors. It did not reflect food aid needs which, on all accounts, were effectively on the increase and remained a major problem, at least for the present decade. It was important to note that, on average in recent years, targets have been realized only to an extent of 85 percent, 24 percent of that being in cash. As a result, the Programme had had to revise downwards its delivery targets to development projects in 1991 from 1.8 million to 1.4 million tons and then to 1.2 million tons. It is vital that this slide be arrested and provision made to permit the delivery of 1.5 million tons a year in the 1993-94 period. This demands the fulfilment of two conditions: the provision of an adequate volume of food aid and the payment of one third of the pledges in cash. If the proposed target of 1.5 billion dollars were adopted, if pledges in practice came close to that amount, and if all donors paid one third of their pledges in cash, only then would the Programme be able to carry on with the task mandated for it without adjustments to its mode of financing.

The Deputy Executive Director further informed the Committee that with the pledges made so far for 1991, it would be possible to deliver only half of the food aid planned for the year, without further drawing down the Programme's cash reserves. The Executive Director had taken a number of cost-reduction measures, but the problem was urgent and corrective actions were needed for a financially sound transition to the next biennium. The Deputy Executive Director therefore invited the CFA to carefully review the recommendations included in the cash situation document. All the WFP cash flow analyses demonstrate that, even with the suggested additional measures, the Programme would be left with a working cash balance almost at the current level, which was barely sufficient for an operation of WFP's size.

Debate

Several delegates voiced concern over the zero growth of the pledge target in view of the increased need for food aid. They felt that a higher target would encourage donors to raise their contributions. Some members declared that the target level was only one of the essential factors in an efficacious food aid policy, and that the efficiency of project design and implementation was equally important. To that effect, several members indicated that recipient countries should try to improve the efficiency and effectiveness of the mechanisms for channelling the food aid for which they are responsible. Many delegates, while supporting the proposed pledging target as being realistic, highlighted the need for all donors to make available one third of their pledges in the form of cash, particularly in view of the cash situation. Several delegates requested that in the future, information concerning the payment of contributions and the utilization of the one third cash component be clearly presented.

The Committee expressed concern over the critical cash situation of the Programme and asked that the Programme proceed with considerable care in order to avoid a worsening of the situation. Most delegates underlined the extreme importance for donors to make available one third of their total pledge in cash. A point was made that this proportion should be considered as a whole, where donor countries should build on each other's strength. Several delegates also

stressed the importance of the CFA's closer monitoring of WFP's cash situation.

Most delegates appreciated the interim measures taken for 1991 by the Executive Director. Several delegates noted with concern that cash allocations from the regular resources in support of emergency and refugee programmes had been limited to 7.5 million dollars for 1991 and expressed the fear that this measure could affect the Programme's ability to effectively respond to emergency and refugee situations. Most delegates expressed concern about the proposal to reduce the allocation from the regular resources for emergency and refugee projects to 4.5 million dollars in 1992.

Most delegates were unable to support the proposals for the establishment of a two-tiered fee system for the IEFR and protracted refugee projects. They considered the proposals were too complex and potentially divisive, and could encourage some not to make available the full one third of pledges in cash.

With regard to bilateral contributions, most delegates felt that a uniform non-dissuasive fee system should be applied and that all bilateral donors must fully cover all expenses incurred for such operations.

With regard to complex long-term operations such as those in Sudan and Ethiopia, many delegates felt that contributions to overhead costs should be requested from participating donors, under conditions to be established on a case by case basis.

The Executive Director reminded them that the Committee had been regularly informed about the cash situation, and that a detailed analysis had been presented to it in 1984. He pointed out that the situation had deteriorated. As the regular resources were diminished, the cash generated through regular resources was also diminished; on the other hand, expenditures continued to grow. The major question for the Programme was how to allocate administrative and programme support expenditure among the four main activities: development, protracted refugee operations, emergencies and bilateral services. If the donors reduced their overall contributions to the regular programme, the aggregate of cash pledges would not be sufficient even if they paid even one third in cash, or they shifted resources to IEFR/PRO operations from the regular programme. In that event, the only long-term alternative for the Programme would be to restructure entirely the mode of financing its operations. It was therefore essential that the target of one and a half billion dollars be achieved, or closely approached, and that all donors paid one third in cash.

Finally, in the light of the recent increase in the cash contributions from the United States of America and Canada, the Executive Director felt that there was no longer a necessity to adopt any additional measures in 1991 other than those already taken. Accordingly, he withdrew his proposal as presented in paragraphs 25 through 28 of document CFA: 31/P/8 Add.1. He stated that he would hold consultations with donors and then make recommendations to the Thirty-second Session of the CFA with a view to resolving the cash problem for 1992.

Conclusions

The Committee:

i) endorsed the pledging target of 1.5 billion dollars for the 1993-94 biennium.

ii) called upon all donors to make a determined collective effort to achieve the target.

iii) recognized the crucial importance of at least one third of the pledges to the regular resources being made in cash and urged all donors to take

steps to attain that objective.

iv) took note of the interim measures taken by the Executive Director to arrest further deterioration of the Programme's cash position in 1991.

v) agreed to monitor closely the Programme's cash situation.

vi) noted that the Executive Director will consult donors on measures to find long-term solutions to the Programme's cash problems and that proposals will be presented to the Committee at the Thirty-second Session."

66. On the basis of the above, the Committee proposed to ECOSOC and the FAO Council the adoption of the draft resolution, for which the text appears in Annex III to this report.

GENERAL NOTES

1. All monetary values are in United States dollars ($), unless otherwise stated.

2. One billion equals 1,000 million.

3. All quantities are in metric tons, unless otherwise specified.

4. Low-income food-deficit countries include all food-deficit (i.e., not net cereal exporting) countries with per-capita incomes below the level used by the World Bank to determine eligibility for IDA assistance ($1,135 in 1989). At the end of 1990, 74 countries were classified as low-income food-deficit.

5. The category of least developed countries (LDCs) was established by the United Nations General Assembly in its resolution 2768 (XXVI) of 18 November 1971. Three criteria are used: GDP per capita, share of manufacturing in GDP and literacy rate. A country qualifies for inclusion in the list if: (a) its per-capita GDP falls below the lower cutoff point ($356), its manufacturing share is 10 percent or less of total GDP, and its literacy rate is 20 percent or less; or (b) it satisfies the manufacturing and literacy criteria, even if its per-capita GDP exceeds the lower cutoff point, so long as it does not exceed the upper cutoff point ($427); or (c) its per-capita GDP falls below the lower cutoff point and it has a manufacturing share of 10 percent or less of total GDP even if its literacy rate exceeds 20 percent. In 1990, 42 countries were classified as LDCs.

6. Geographic regions referred to in this report are Africa, comprising all the countries of Africa, including the African islands; sub-Saharan Africa, comprising all African countries south of the Sahara except South Africa; North Africa and the Middle East, comprising the African countries north of the Sahara, the countries of the Middle East, Turkey and Afghanistan; Asia and the Pacific, comprising the countries of Asia east of Afghanistan and Pacific Island nations; Asia, comprising Turkey, the countries between the Mediterranean Sea and the Pacific Ocean, Southeast Asia and the Pacific Ocean Islands; Latin America and the Caribbean - or the Americas - comprising all American and Caribbean countries south of the United States of America.

7. Common acronyms:

ACC	Administrative Coordinating Committee of the United Nations
CFA	Committee on Food Aid Policies and Programmes
CEC	Commission of the European Communities (excludes national action of member countries of the European Community: Belgium, Denmark, France, Germany, Greece, Ireland, Italy, Luxembourg, the Netherlands, Portugal, Spain and the United Kingdom)
FAC	Food Aid Convention
FAO	Food and Agriculture Organization
GATT	General Agreement on Tariffs and Trade
GDP	Gross Domestic Product
GNP	Gross National Product
IDA	International Development Association
IEFR	International Emergency Food Reserve (WFP)
IFAD	International Fund for Agricultural Development
ILO	International Labour Organisation
IOM	International Organization for Migration
LDC	Least developed country

ITSH	Internal transport, storage and handling
JCGP	Joint Consultative Group on Policy, comprising UNICEF, UNDP, UNFPA, IFAD and WFP
M&E	Monitoring and evaluation
MCH	Mother-child health
NGO	Non-governmental organization
OECD	Organisation for Economic Co-operation and Development (comprising Australia, Austria, Belgium, Canada, Denmark, Finland, France, Germany, Greece, Iceland, Ireland, Italy, Japan, Luxembourg, the Netherlands, New Zealand, Norway, Portugal, Spain, Sweden, Switzerland, Turkey, the United Kingdom and the United States of America)
PRO	WFP protracted refugee and displaced person projects
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
Unesco	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
UNSO	United Nations Sudano-Sahelian Office
WFP	World Food Programme
WHO	World Health Organization

ANNEX I

CFA MEMBERSHIP IN 1990

In 1990 the members of the CFA were:

Australia
Bangladesh
Belgium
Brazil
Cameroon
Canada
China
Colombia
Congo
Cuba
Denmark
France
Finland
Germany
Guinea
Hungary
India
Italy
Japan
Kenya
Madagascar
Mexico
Netherlands
Niger
Norway
Pakistan
Sudan
United Kingdom
United States of America
Zambia

ANNEX II

STATISTICAL TABLES

TABLE 1. WFP DEVELOPMENT COMMITMENTS BY REGION, 1963-90 ($ million)

Year	Total	Latin America and the Caribbean		North Africa and Middle East		Sub-Saharan Africa		Asia and the Pacific		Europe	
		Value	Share in total (%)	Value	Share in total (%)	Value	Share in total (%)	Value	Share in total (%)	Value	Share in total (%)
1963-72	1 194	165	14	505	42	190	16	318	27	17	1
1973	129	6	5	44	34	22	17	57	44	-	-
1974	106	16	15	27	26	44	41	18	17	1	1
1975	393	58	15	89	23	67	17	177	45	2	0
1976	642	30	5	211	33	157	24	226	35	18	3
1977	367	51	14	106	29	60	16	150	41	-	-
1978	392	44	11	99	25	120	31	129	33	-	-
1979	492	5	1	58	12	193	39	234	48	2	0
1980	479	85	18	129	27	152	32	113	23	-	-
1981	543	36	7	109	20	239	44	156	29	3	0
1982	613	34	6	151	25	246	40	179	29	3	0
1983	696	112	16	124	18	168	24	291	42	-	-
1984	925	137	15	121	13	325	35	339	37	4	0
1985	642	62	10	151	23	192	30	238	37	-	-
1986	629	110	17	116	18	241	38	163	26	-	-
1987	621	110	18	79	13	227	37	205	33	-	-
1988	779	121	16	110	14	266	34	282	36	-	-
1989	575	106	18	144	25	141	25	184	32	-	-
1990	480	113	24	60	12	143	30	164	34	-	-

NOTES: Details and percentages in tables do not necessarily equal totals because of rounding; a zero (0) indicates that the magnitude is less than 0.5 (half the unit used); a dash (-) stands for "nil"; use of a hyphen (-) between years, e.g., 1989-90, signifies the full period involved, including the initial and final years.

TABLE 2. WFP DEVELOPMENT COMMITMENTS BY TYPE OF ACTIVITY, 1963-90 ($ million)[1]

Year	Total	Agricultural and rural development										Human resource development						Other	
		Agricultural production		Rural infra-structure		Settlement		Food reserves		Sub-total		MCH and primary schools		Secondary and higher educational training		Sub-total		Industry and mining	
		Value	(%)	Value	(%)	Value	(%)	Value	(%)	Value	(%)	Value	(%)	Value	(%)	Value	(%)	Value	(%)
1963-72	1 194	428	(36)	162	(14)	138	(11)	39	(3)	767	(64)	294	(25)	117	(10)	411	(35)	16	(1)
1973	129	52	(40)	27	(21)	7	(5)	-	-	86	(66)	28	(22)	15	(12)	43	(34)	-	-
1974	106	48	(45)	36	(34)	5	(5)	-	-	89	(84)	13	(13)	4	(3)	17	(16)	-	-
1975	393	133	(34)	41	(10)	46	(12)	-	-	220	(56)	169	(43)	4	(1)	173	(44)	-	-
1976	642	341	(53)	98	(15)	40	(7)	-	-	479	(75)	136	(21)	27	(4)	163	(25)	-	-
1977	367	125	(34)	35	(9)	56	(15)	6	(2)	222	(60)	125	(34)	20	(6)	145	(40)	1	(0)
1978	392	162	(41)	30	(8)	36	(9)	-	-	228	(58)	139	(36)	25	(6)	164	(42)	-	-
1979	492	217	(44)	62	(13)	44	(9)	4	(1)	327	(67)	149	(30)	16	(3)	165	(33)	-	-
1980	479	120	(25)	58	(12)	65	(13)	6	(1)	249	(52)	216	(45)	14	(3)	230	(48)	-	-
1981	543	202	(37)	105	(19)	128	(24)	14	(3)	449	(83)	75	(14)	19	(3)	94	(17)	-	-
1982	613	326	(53)	61	(10)	70	(11)	10	(2)	467	(76)	139	(23)	7	(1)	146	(24)	-	-
1983	696	343	(49)	63	(9)	66	(10)	-	-	472	(68)	208	(30)	15	(2)	223	(32)	-	-
1984	925	431	(47)	80	(9)	39	(4)	5	(0)	555	(60)	332	(36)	25	(3)	357	(39)	14	(1)
1985	642	345	(54)	102	(16)	37	(6)	15	(2)	499	(78)	107	(16)	37	(6)	144	(22)	-	-
1986	629	348	(55)	33	(5)	80	(13)	49	(8)	510	(81)	83	(13)	37	(6)	120	(19)	-	-
1987	621	211	(34)	70	(11)	17	(3)	-	-	298	(48)	307	(49)	16	(3)	323	(52)	-	-
1988	779	314	(40)	70	(9)	49	(6)	-	-	433	(56)	294	(38)	52	(7)	346	(44)	-	-
1989	575	326	(57)	21	(4)	39	(7)	1	(0)	388	(67)	162	(28)	26	(5)	188	(33)	-	-
1990	480	141	(29)	51	(11)	18	(4)	-	-	210	(44)	260	(54)	10	(2)	270	(56)	-	-

[1] See notes for Table 1.

TABLE 3. WFP EXPENDITURE[1] ON DEVELOPMENT PROJECTS, EMERGENCY OPERATIONS AND PROTRACTED REFUGEE AND DISPLACED PERSON PROJECTS BY RECIPIENTS' ECONOMIC OR SPECIAL STATUS CATEGORY, 1986-90 ($ million)[1]

Category	1986		1987		1988		1989		1990[2]	
	Value	Share in total (%)	Value	Share in total (%)	Value	Share in total (%)	Value	Share in total (%)	Value	Share in total (%)
All WFP recipients	645	100	716	100	874	100	758	100	745	100
By income group (GNP per capita[3])										
500 dollars or less	452	70	524	73	622	71	517	68	487	65
501 - 1 500 dollars	135	21	122	17	194	22	186	25	195	26
1 501 - 2 500 dollars	54	8	67	9	57	6	38	5	43	6
over 2 500 dollars	4	1	4	0	3	0	16	2	20	3
By special status category										
Least developed countries	240	37	286	40	355	41	400	53	364	49
Landlocked countries	90	14	89	12	136	15	169	22	125	17
Low-income food-deficit countries	448	69	529	74	659	75	645	85	639	85

[1]See notes for Table 1.
[2]Excludes programme support and administrative costs as well as expenditures on insurance premiums and warehouse facilities that cannot be apportioned by recipient. From 1986-1990, the latter amounted to 2.3, 3.0, 3.3, 3.7 and 4.9 millions of dollars, respectively.
[3]Provisional.
[4]Actual for each year except for 1990, for which the GNP per capita in 1989 was applied. Based on World Bank Atlas for each year.

ANNEX III

DRAFT RESOLUTION FOR THE ECOSOC AND THE FAO COUNCIL ON THE TARGET FOR WFP PLEDGES FOR THE PERIOD 1993-94

(ECOSOC) (The FAO Council)

Noting the comments of the CFA concerning the minimum target for voluntary contributions to the Programme for the period 1993-94,

Recalling resolutions 2462 (XXIII) and 2682 (XXV) of the General Assembly, which recognized the experience gained by WFP in the field of multilateral food aid,

1. Submits for consideration and approval of the (General Assembly) (Conference of the FAO) the attached draft resolution.

2. Urges States Members of the United Nations and Members and Associate Members of the Food and Agriculture Organization to undertake the necessary preparation for the announcement of pledges at the Fifteenth Pledging Conference for the World Food Programme.

DRAFT RESOLUTIONS FOR THE GENERAL ASSEMBLY AND THE FAO CONFERENCE

(The General Assembly) (The FAO Conference)

Recalling the provisions of resolution (2095 (XX)) (4/65) that the World Food Programme is to be reviewed before each pledging conference,

Noting that the review of the Programme was undertaken by the Committee on Food Aid Policies and Programmes of the World Food Programme at its Thirty-first Session and by the ECOSOC at its Second Regular Session in 1991 (FAO Council at its Ninety-ninth Session),

Having considered (resolution .... of the ECOSOC and resolution .... of the FAO Council) as well as the recommendations of the Committee on Food Aid Policies and Programmes,

Recognizing the value of multilateral food aid as implemented by WFP since its inception and the necessity for continuing its action both as a form of capital investment and for meeting emergency food needs,

1. Establishes for the two years 1993 and 1994 a target for voluntary contributions of 1.5 billion dollars, of which not less than one third should be in cash and/or services in aggregate, and expresses the hope that such resources will be augmented by substantial additional contributions from other sources in recognition of the prospective volume of sound project requests and the capacity of the Programme to operate at a higher level.

2. Urges States Members of the United Nations and Members and Associate Members of the Food and Agriculture Organization of the United Nations and appropriate donor organizations to make every effort to ensure the full attainment of the target.

3. Requests the Secretary-General, in cooperation with the Director-General of FAO, to convene a pledging conference for this purpose at United Nations Headquarters in 1992.

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Item 1 of the provisional agenda*

ADOPTION OF THE AGENDA AND OTHER ORGANIZATIONAL MATTERS

Requests from non-governmental organizations for hearings

Report of the Committee on Non-Governmental Organizations

1. The Committee on Non-Governmental Organizations, acting in accordance with Economic and Social Council resolution 1296 (XLIV) and rule 84 of the Council's rules of procedure, met at the Palais des Nations, Geneva, on 2 July 1991, under the chairmanship of Lennarth Hjelmaker (Sweden) to hear requests from non-governmental organizations in consultative status, category I, for hearings by the Council or its sessional committees in connection with items on the Council's agenda.

2. The Committee decided to recommend that the organizations listed below be heard under the agenda items indicated:

INTERNATIONAL CHAMBER OF COMMERCE

Item 2.	General discussion of international economic and social policy, including regional and sectoral developments	Plenary

* E/1991/100.

GE.91-70590/6504a
91-25183

INTERNATIONAL CONFEDERATION OF FREE TRADE UNIONS		
Item 2.	General discussion of international economic and social policy, including regional and sectoral developments	Plenary
INTERNATIONAL COUNCIL OF WOMEN		
Item 8.	Development and international economic cooperation:	First (Economic) Committee
	(1) Effective mobilization and integration of women in development	
INTERNATIONAL ORGANIZATION OF EMPLOYERS		
Item 2.	General discussion of international economic and social policy, including regional and sectoral developments	Plenary
Item 8.	Development and international economic cooperation:	First (Economic) Committee
	(d) Transnational corporations	
INTER-PARLIAMENTARY UNION		
Item 2.	General discussion of international economic and social policy, including regional and sectoral developments	Plenary
WORLD CONFEDERATION OF LABOUR		
Item 2.	General discussion of international economic and social policy, including regional and sectoral developments	Plenary
Item 8.	Development and international economic cooperation:	First (Economic) Committee
	(a) Trade and development	
WORLD FEDERATION OF TRADE UNIONS		
Item 2.	General discussion of international economic and social policy, including regional and sectoral developments	Plenary

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GENERAL ASSEMBLY
Forty-sixth session
Item 95 (a) of the provisional agenda*
SOCIAL DEVELOPMENT: QUESTIONS RELATING TO THE WORLD SOCIAL SITUATION AND TO YOUTH, AGEING, DISABLED PERSONS AND THE FAMILY

ECONOMIC AND SOCIAL COUNCIL
Second regular session of 1991
Item 12 of the provisional agenda**
COORDINATION QUESTIONS

Implementation of the programme for International Literacy Year

Report of the Secretary-General

The Secretary-General has the honour to transmit to the General Assembly, through the Economic and Social Council, the report of the Director-General of the United Nations Educational, Scientific and Cultural Organization entitled "Follow-up to International Literacy Year and the World Conference on Education for All", prepared in accordance with General Assembly resolution 44/127 of 15 December 1989 (see annex).

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* A/46/50.

** E/1991/100.

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91-25288

Annex

Follow-up to International Literacy Year and the World Conference on Education for All

Summary

On 11 June 1991, the Executive Board of the United Nations Educational, Scientific and Cultural Organization (UNESCO) unanimously adopted a decision (see the appendix below), in which the Board, *inter alia*, authorized the Director-General of UNESCO to transmit the present report to the Secretary-General of the United Nations for submission to the General Assembly at its forty-sixth session, through the Economic and Social Council, as requested by the General Assembly in resolution 44/127. The report reviews International Literacy Year and the World Conference on Education for All, focusing on measures being taken to follow up these initiatives and sustain their momentum.

1. In launching International Literacy Year, 1990, at United Nations Headquarters on 6 December 1989, the Secretary-General declared:

> "Illiteracy is a major concern of the United Nations because, for nearly one thousand million women and men, the illiterate adults of the world, the right to education proclaimed in the Universal Declaration of Human Rights is not, as yet, a reality. Illiteracy is not only an obstacle to effective participation in society: in much of the developing world, where mass illiteracy is rife, it constitutes a threat to the progress of society itself with all that entails in suffering deprivation and missed opportunities".

During 1990, the world community responded to this concern by rededicating itself to education as a basic human right, an essential condition for democratic participation and a prerequisite for development. This commitment inspired the World Conference on Education for All: Meeting Basic Learning Needs held at Jomtien, Thailand in 1990, sponsored by UNESCO, the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF) and the World Bank. The Conference adopted a World Declaration on Education for All and a Framework for Action to Meet Basic Learning Needs. The sponsors of the Conference did not, however, content themselves with proclamations, they pledged themselves to sizeable increases in the support their organizations will provide to education in the coming decade. Thus, 1990 was a year of promise and hope for education.

2. Although the enthusiasm generated by International Literacy Year and the World Conference on Education for All was great, the enormity of the challenge was apparent to all and the measures needed to achieve success were not underestimated. According to the Director-General of UNESCO:

"Education for all needs the contribution to education from all .... If we combine vision with pragmatism, political will with economic resourcefulness, international solidarity with national commitment, the expertise of educators with the fresh contributions of the media, science and technology, the business community, voluntary organizations and many others - then, and probably only then, the struggle to bring education to all can be won".

It was also evident that International Literacy Year and the Conference were merely promising beginnings and, above all, summonses to action. The success or failure can only be judged in the light of what follows. Getting off to a good start, while essential, is far less challenging and demanding than keeping up a sustained pace over a decade that will not be free of difficulties or distractions. Achieving education for all is therefore certain to be an arduous test both of the political will of States and of the solidarity of the international community.

3. Both International Literacy Year and the World Conference were built upon partnerships: partnerships founded upon the realization that the state of education today will have a profound impact upon the condition of life on this planet tomorrow. Education is not a specialized area that can be entrusted to a single ministry or department and "fenced in" as its exclusive preserve. Education is the future. It is and must be the concern of all. The World Conference forged a unique and powerful alliance among the sponsoring organizations, participating Governments, non-governmental organizations, foundations and the private sector. In the 100 and more countries in which International Literacy Year came alive and had an impact, its success was based upon national and local partnerships, usually including several governmental agencies and a large number of voluntary bodies supported by the mass media. In many countries, the national commissions for UNESCO were instrumental in the mobilization of resources and the promotion of cooperation. Indeed, if International Literacy Year and the World Conference have one lesson to teach, it is unquestionably the power and promise of partnership.

4. For UNESCO, International Literacy Year and the World Conference are components of the Plan of Action for literacy approved by the General Conference at its twenty-fifth session in 1989 in resolution 1.5. 1/ The Plan identifies the struggle to create a literate world as the absolute priority of UNESCO and defines four main areas of effort: (i) alerting world public opinion, (ii) rallying the international community, (iii) strengthening regional literacy projects and programmes, and (iv) reinforcing technical cooperation with member States. In carrying out activities in the above areas, particular attention is to be accorded to the education of women and girls and to the plight of countries facing the most severe problems of illiteracy. International Literacy Year was aimed primarily at the first objective - awareness-raising - and the Conference mainly at the second - mobilizing the international community and the organizations and agencies that serve it. It is obvious, however, that the four objectives are closely interrelated and that progress in one area facilitates progress in others.

5. The follow-up to International Literacy Year and the World Conference has required a major restructuring of the Education Sector of the UNESCO secretariat and the establishment of a Basic Education Division, which is by far the largest unit within the Sector in terms of both staff and budget, charged with promotion and coordination of the whole range of basic education services which had previously been dispersed among several divisions. In conformity with the UNESCO Plan of Action for literacy, it is projected that the allocations to literacy and basic education will steadily increase throughout the decade, both in absolute terms and in relation to total programme expenditures.

6. UNESCO uses the terms "literacy" and "literacy work" in an extremely broad and comprehensive sense. "Literacy work" includes not only instruction of adolescents and adults in the skills of reading and writing offered in out-of-school settings to compensate for previous educational neglect, but also comprises efforts to universalize primary education, thereby preventing illiteracy in the future. It also takes in pre-literacy activities intended to inspire motivation for literacy, as well as a wide range of post-literacy measures necessary to give meaning and use to literacy skills, including training in vocational and life skills. UNESCO has favoured the term "literacy" because it stresses what is uniquely and distinctively human - the use of symbols - and cautions against the notion of a limited or second-class education emphasizing the practical and utilitarian while neglecting the symbolic, theoretical and ethical dimensions of learning. However, literacy is not a term with which all feel comfortable. It can suggest bookish, excessively formalized or even rote learning. It is also evident that a partnership must possess both shared ideas and a common and agreed terminology. "Basic education" was, thus, the term chosen by the sponsors of the World Conference. It includes both essential learning tools (such as literacy, oral expression, numeracy and problem solving) and the basic learning content (such as knowledge, skills, values and attitudes) required by human beings to be able to survive, to develop their full capacities, to live and work in dignity, to participate fully in development, to improve the quality of their lives, to make informed decisions and to continue learning. The point that should be noted is that "literacy" and "basic education" are different terms, but usually refer to essentially the same activities.

I. INTERNATIONAL LITERACY YEAR

7. The United Nations General Assembly in resolution 42/104 of 7 December 1987, proclaimed 1990 as International Literacy Year. In that resolution, the Assembly noted with appreciation the programme for the Year submitted by the Director-General of UNESCO and invited that organization to assume the role of lead organization in planning and carrying out the Year. United Nations action was taken in response to resolution 2.2 adopted by the General Conference of UNESCO at its twenty-third session in 1985. In that resolution, the General Conference appealed to the General Assembly "to proclaim [a year] the celebration of which will contribute to greater understanding by world opinion of the various aspects of the problem of illiteracy and to intensified efforts to spread literacy and education". 2/ At its forty-fourth session in 1989 on the eve of International Literacy Year,

the General Assembly in resolution 44/127, reviewed arrangements for the Year, welcomed the convening of the World Conference on Education for All and appealed to Governments and organizations to lend support to literacy efforts. The Assembly also requested the Secretary-General to submit to it at its forty-sixth session a report on the implementation of the programme for International Literacy Year and decided to include in the provisional agenda of that session an item entitled "International Literacy Year".

8. The programme for International Literacy Year stressed the essential role that States, the United Nations, other intergovernmental organizations and non-governmental organizations would have to play if the Year was to succeed in meeting its objectives. It was evident that an international year aimed at mobilizing public opinion and encouraging government action had to be a popular movement rather than a top-down effort administered by an international agency. The principal responsibility of the lead organization was not so much to provide direction and guidance as it was to offer encouragement and help. UNESCO perceived its purpose to be that of facilitating action by and communication among partners. Thus countless diverse efforts were gradually transformed into a coherent and powerful international movement. In the words of the Director-General:

> "We succeeded because we worked closely with others and made their success our purpose and goal. The Year has been devoted to building partnerships capable of action on the scale required in a world where more than one adult in four is illiterate and over 100 million children between the ages of six and eleven are without schools".

9. To provide a focus and coordinating point for UNESCO activities in support of the Year, the Director-General established an International Literacy Year secretariat and an Intersectoral Task Force for International Literacy Year, which he chaired. During 1990, the number of staff members of the secretariat - professional and secretarial - ranged from 12 to 15. They included four associate experts financed by their Governments (Japan, one; Norway, one; Sweden, two); two women professional interns from developing countries financed by Sweden and two consultants - one assigned by the International Reading Association and financed by the Government of the United States of America and the other provided under an agreement with the International Union of Students. In conformity with the guidelines for international years and anniversaries adopted by the General Assembly in its decision 35/424 of 5 December 1980, the International Literacy Year secretariat will be dissolved on 30 June 1991 and responsibility for follow-up to the Year will be assigned to permanent units within the Basic Education Division.

10. Before International Literacy Year began, its secretariat had identified a number of needs which required immediate action. Such action included the preparation of key documents providing essential information on literacy and the purposes of International Literacy Year design of a logo for the Year, publication of posters and production of a video for the launching of the Year. To the extent feasible, even these activities were handled in a participatory manner. For example, the logo for the Year was selected through

a worldwide contest organized by the International Association of Art and the official poster through a contest organized by UNESCO. Nearly all other activities of the secretariat were undertaken in cooperation with the different services and institutes of UNESCO, governmental agencies in many countries, the United Nations and other intergovernmental bodies, non-governmental organizations, institutions, foundations and the mass media. The International Task Force on Literacy, a coalition formed by some 30 non-governmental organizations to promote the Year was a particularly active initiator and partner in many undertakings; for example, a "pre-launch of ILY", an International Media Colloquium on Literacy and a "Book Voyage". The partnership approach was desirable because involvement implies interest and commitment. But it was also essential because the budget of the International Literacy Year secretariat was modest, approximately $500,000 (excluding staff costs) for the two-year period from 1 July 1989 to 30 June 1991, and the contributions of partners were urgently needed. The relatively low level of financing for the secretariat - an amount which does not include the cost of the World Conference, which was shared among the sponsors - was a deliberate decision. In their responses to a survey conducted in 1987, States members of UNESCO insisted that International Literacy Year must add to rather than diminish the resources available for literacy work. Hence, there could be no question of reducing UNESCO support to literacy efforts in member States in order to finance International Literacy Year. In fact, by far the largest financial support for activities for the Year - $1 million - was allocated directly by UNESCO to member States under the Participation Programme.

11. Voluntary contributions in cash, kind and services were important in enabling the International Literacy Year secretariat to expand its activities and are acknowledged with gratitude. In addition to the staff support mentioned above, the Government of Canada financed the printing of publications, the Government of Finland contributed $143,000 to the UNESCO Special Account for World Literacy for activities related to the Year, the Government of the Republic of Korea donated 100,000 lapel pins, Apple Corporation provided desk-top publishing equiment, the Canadian Organization for Development through Education (CODE) printed posters and pamphlets for the International Literacy Year secretariat and Zanders Feinpapiere AG donated paper for printing posters. Numerous other donations, which cannot be acknowledged here for reasons of space, were also received with appreciation. Equally appreciated were the numerous contributions made by enterprises, organizations and individuals to support literacy work, especially in developing countries. Certain of these were sizeable: the Japanese newspaper Yomiuri Shimbun, in addition to giving extensive coverage to literacy issues around the world (over 100 tabloid-sized pages), in cooperation with the National Federation of UNESCO Associations in Japan, raised more than $2.5 million in donations from readers to support literacy projects in Asian countries. Another important contribution to the success of the Year was made by the 94 Honorary ILY Ambassadors - 48 women and 46 men - who were nominated by their Governments and appointed by the Director-General to give national leadership to activities for the Year.

12. The Direcgor-General of UNESCO will submit a report to the General Conference at its twenty-sixth session (Autumn, 1991) reviewing and assessing the year. This review, required by the guidelines for international years and anniversaries, will be based on responses to a questionnaire addressed to Governments of member States and on the extensive documentation that accumulated during the Year. By 21 March 1991, 59 responses to the questionnaire had been received: 9 from Asia and the Pacific, 17 from Africa, 5 from Arab States, 19 from Europe and North America and 9 from Latin America and the Caribbean. As 118 States members of UNESCO had established special committees for the year or had assigned responsibility for the Year to existing agencies, it is anticipated that 100 or more responses will eventually be received. The questionnaires were completed by officials or, in certain cases, committees designated by the Government of the State concerned. A summary of the responses to items concerning the degree to which the objectives of the Year were considered to have been achieved, the degree of success of the Year within the member State, the effectiveness of the support provided by UNESCO and the plans for follow-up is presented below. Where important additional sources of information on these items are available, they are cited.

Achievement of objectives

13. The programme for International Literacy Year established six objectives. Respondents were asked to rate the progress made in achieving these objectives by marking one of five responses: "Excellent", "Good", "Fair", "Poor", "Too soon to tell".

Objective no. 1 Increasing action by the Governments of member States afflicted by illiteracy or functional illiteracy to eliminate these problems, particularly through education in rural areas and urban slums, in favour of women and girls and among populations and groups having special educational problems or needs.

Excellent	Good	Fair	Poor	Too soon to tell
20 per cent	43 per cent	25 per cent	2 per cent	10 per cent

Objective no. 2 Increasing public awareness of the scope, nature and implications of illiteracy as well as of the means and conditions for combating it; in particular, an effort should be made to alert public opinion to the rate of illiteracy among adult women and its implications for the well-being of their children, the lower rate of school participation among girls than among boys and the association between illiteracy, on the one hand, and poverty, underdevelopment and economic, social and cultural exclusion on the other.

Excellent	Good	Fair	Poor	Too soon to tell
19 per cent	60 per cent	19 per cent	0 per cent	2 per cent

In order to obtain a second measure of the extent to which increased public awareness was achieved, the coverage of 130 major national and regional newspapers was reviewed for the years 1988, 1989 and 1990. In 1988, the average newspaper in the sample carried fewer than one substantial article on literacy (0.66). By 1989, as the build-up to the year began, this increased to 1.4 articles per paper. For 1990, the average was five articles per paper. Thus, the number of articles in the average newspaper sampled was 7.5 times greater in 1990 than in 1988. It might also be noted that the International Literacy Year secretariat, in cooperation with the UNESCO Office of Public Information, prepared a number of press kits for different occasions during the Year. Two of these - one for the launching of the Year in December 1989 and the other for International Literacy Day on 8 September - were distributed worldwide and reproduced in many newspapers.

The International Literacy Year secretariat distributed nearly 300,000 documents and responded to almost 3,000 requests for advice or assistance. This total does not include the large volume of publications on literacy issued by UNESCO regional offices and instituions. In all, nearly 100 titles - books, journals and documents - devoted in whole or in part to literacy were published by UNESCO and its various offices and associated institutions during 1990.

Objective no. 3 Increasing popular participation, within and among countries, in efforts to combat illiteracy, particularly through activities of governmental and non-governmental organizations, voluntary associations and community groups.

Excellent	Good	Fair	Poor	Too soon to tell
16 per cent	47 per cent	30 per cent	2 per cent	5 per cent

Objective no. 4 Increasing cooperation and solidarity among member States in the struggle against illiteracy.

Excellent	Good	Fair	Poor	Too soon to tell
18 per cent	37 per cent	26 per cent	10 per cent	9 per cent

Objective no. 5 Increasing cooperation within the United Nations system and, more generally, among all intergovernmental and non-governmental organizations in the struggle against illiteracy.

Excellent	Good	Fair	Poor	Too soon to tell
22 per cent	42 per cent	21 per cent	3 per cent	12 per cent

Objective no. 6 Using International Literacy Year for launching the Plan of Action for the Eradication of Illiteracy by the Year 2000 and for addressing issues of critical importance to the progress of literacy such as reducing primary-school drop-out and establishing post-literacy programmes to prevent relapse into illiteracy.

Excellent	Good	Fair	Poor	Too soon to tell
27 per cent	48 per cent	13 per cent	3 per cent	9 per cent

Success of International Literacy Year

How would you sum up the overall success of International Literacy Year in your country?

Very successful	Fairly successful	A failure
47 per cent	53 per cent	0 per cent

Support of UNESCO

(i) Were the documents, publications and materials produced or distributed by the International Literacy Year secretariat of UNESCO (newsflashes, The Challenge 1990, information notes, posters, ILY: Year of Opportunity, video launching the Year, International Literacy Year pins, special issue of the Courier, Literacy Lessons) received by the committee or structure responsible for International Literacy Year in your country?

Yes	No
91 per cent	9 per cent

(ii) Were these found to be generally relevant and useful?

Yes	No
95 per cent	5 per cent

(iii) Was the support for the Year provided by UNESCO through the International Literacy Year secretariat and regional offices satisfactory?

Yes	No
80 per cent	20 per cent

The responses to the last question are less enthusiastic but more revealing than those relating to other items. An analysis of the responses reveals that the negative judgements - with one exception - were formulated by developing countries, particularly those in Africa. The explanatory notes that accompanied them made it clear that what was needed and wanted was financial support for literacy projects. Most of these countries acknowledge the regular receipt of materials for the Year which they judge relevant and useful, and rate the Year as highly successful in raising awareness. But in a country where 50 per cent of the men and over 80 per cent of the women are illiterate, awareness is not the issue. What is necessary is action and, in the poorest

countries, action requires external support as well as national commitment. Many of the respondents rating the support of UNESCO effective include comments noting the prompt and helpful action taken to meet particular requests.

Follow-up to International Literacy Year

(i) Will an assessment of International Literacy Year be undertaken in your country?

Yes	No
67 per cent	33 per cent

(ii) Will the committee or structure responsible for International Literacy Year continue to function now the the Year is over?

Yes	No
72 per cent	28 per cent

(iii) If yes, will it continue to give priority attention to literacy and education?

Yes	No
88 per cent	12 per cent

14. How should International Literacy Year be followed-up? There cannot be only one follow-up plan for the Year, there must be hundreds: one for each country and organization and, in some countries, one for each state or community. It is also clear that the follow-up to the Year cannot be distinct from the follow-up to the World Conference on Education for All. These efforts may have had separate points of departure, but they share a common goal: education for all. Most member States that replied to the International Literacy Year questionnaire have clear ideas about the follow-up required and often definite proposals about how UNESCO can and should help. Just as the literacy situation differs from country to country, so do ideas regarding follow-up. In the industrialized countries, one of the results of International Literacy Year has been an increased awareness of functional illiteracy that affects a sizeable proportion of the population, often estimated at 10-20 per cent, and a strengthened commitment to relieve it through literacy training and to prevent its occurrence in future generations through educational reform. Another encouraging sign in these countries is their increasing willingness to support literacy efforts in developing countries. In the developing world, where mass illiteracy prevails, the obvious need and logical follow-up to the Year is to develop both the scale and effectiveness of adult literacy programmes, especially for women, and work to achieve universal primary education as soon as possible. In short, the responses of member States do not suggest a shortage of answers to the question: "What next?". UNESCO welcomes the opportunity to cooperate with member States in the follow-up to International Literacy Year.

15. International Literacy Year may be looked back on as the turning point in the struggle for a literate world. Until the present time, the two most common measures by which the progress of literacy is judged diverged from one another: the percentage of illiterates in the adult population constantly declined, from an estimated 38.5 per cent in 1970 to 26.6 per cent in 1990 and a projected 21.8 per cent in the year 2000, whereas the absolute number of illiterates, propelled by rapid population growth, steadily increased, growing from an estimated 890 million in 1970 to 950 million in 1985. The estimate for 1990, 948 million, however, reflects - and this for the first time - a diminution in the number of illiterates. A further decline to 935 million is projected for the year 2000. Encouraging as these statistics may be as proof that illiteracy can be vanquished, the progress they document is painfully slow. The pace of progress must be increased significantly if the ambitious goals of international action plans are to be achieved or even approached.

II. WORLD CONFERENCE ON EDUCATION FOR ALL

16. The World Conference on Education for All was an effort of unprecedented scope and vigour to rally the international community to the cause of education, to stimulate all countries to re-examine the basic learning needs of their populations and the measures required to meet them, and to forge an alliance among major national and international agencies able to provide technical, materials and financial support to education ministries and programmes in developing countries. The Conference was sponsored by UNESCO, UNDP, UNICEF and the World Bank, joined by nine co-sponsors (the Governments of Denmark, Finland, Japan, Norway and Sweden, the United Nations Population Fund, the United States Agency for International Development, the Asian Development Bank and the Islamic Education, Scientific and Cultural Organization) and eight associate sponsors (the Governments of Australia, Italy and Switzerland, the Economic and Social Commission for Asia and the Pacific, the World Health Organization, the Canadian International Development Agency, the International Development Research Centre and the Bernard van Leer Foundation). The Inter-American Development Bank served as the Joint Organizer of Regional Activities in Latin America and the Caribbean. Hosted by the Government of Thailand, the World Conference on Education for All was attended by representatives of 155 countries, 33 intergovernmental bodies and 125 non-governmental organizations. The main goals of the Conference might be summed up as strengthening national commitment and increasing international solidarity in the promotion of basic education. In practical terms, national commitment is expressed by increased allocations to the education sector and, within the education sector, to basic education. But more of the same, the Declaration cautions, will not by itself suffice: what is needed is an "expanded vision" that surpasses present resource levels, institutional structures, curricula, delivery systems and management capabilities. International solidarity is, in effect, the counterpart of national commitment. The international community is committed to helping those countries that help themselves.

17. The World Declaration on Education for All, adopted by the Conference, consists of three parts: "The purpose", "The expanded vision", and "The requirements". The headings suggest its focus and content: "Meeting basic learning needs", "Shaping the vision", "Universalizing access and promoting equity", "Focusing on learning acquisition", "Broadening the means and the scope of basic education", "Enhancing the environment for learning", "Strengthening partnerships", "Developing a supporting policy context", "Mobilizing resources" and "Strengthening international solidarity". The Framework for Action to Meet Basic Learning Needs sets forth principles, policies and approaches for implementing the Declaration.

18. The Conference also endorsed a Statement on Follow-up to the World Conference on Education for All, in which it is stressed that the "principal follow-up will be at the country level". International follow-up action, it notes, should rely on existing mechanisms and serve national follow-up action and support it effectively. During the year that has elapsed since the Conference, each of the participating agencies has carried out follow-up activities appropriate to its particular field of action. For UNESCO, the emphasis at the national level has been on assisting member States to analyse needs, define strategies and prepare projects for extrabudgetary financing. To this end, UNESCO has worked with member States to organize "round tables" to design strategies for education for all in which national officials and experts have been joined by representatives of donor agencies. At the regional and global levels, follow-up activities have been designed to sustain the momentum and commitment generated in Jomtien, promote regional cooperation and exchange experience on key issues, such as means of ensuring better acquisition of learning in primary education and ways of providing education to women and girls in particular social, cultural and economic contexts. In carrying out these activities, particular attention is being given to meeting the educational needs of the most vulnerable and disadvantaged groups. A special allocation of $2 million has been provided by the Director-General, through economy measures in other activities, to finance the immediate follow-up to Jomtien. The forty-second session of the International Conference on Education, held at Geneva in September 1990 and attended by ministers and senior educational officials from member States, selected literacy as its special theme. It provided the first opportunity since Jomtien for senior officials to examine the technical and professional requirements for successfully implementing strategies for education for all in a global forum.

19. The working relations among the four original sponsors of the World Conference - UNESCO, UNDP, UNICEF and the World Bank - have been maintained and strengthened through both bilateral and multilateral cooperation. Consultation meetings between the heads of the organizations have taken place on two occasions: at UNICEF in New York in July 1990 and at the World Bank in Washington in January 1991. Pursuant to the offer made at Jomtien, UNESCO has provided the services needed to prepare and monitor the implementation of decisions taken at those meetings.

20. The Statement on Follow-up adopted by the Conference anticipated that the diverse partners present at Jomtien would wish to be part of a consultative forum to promote the goals related to achieving education for all. The heads of the four original sponsors of the World Conference have agreed to convene

the first meeting of the International Consultative Forum on Education for All at UNESCO headquarters during the first week of December 1991. This forum will bring together participants from each major region, heads of intergovernmental and bilateral agencies and chief executive officers from foundations, the private sector, the media and non-governmental organizations invited in their personal capacities. The forum is intended to serve as an informal mechanism for consultation and information-sharing among the diverse constituencies present at the World Conference and committed to the success of its follow-up.

21. On the first anniversary of the Conference, the heads of UNESCO, UNDP, UNICEF, the World Bank and other sponsors issued a Statement of Solidarity to Achieve Education for All, in which they reaffirmed their conviction that basic education for all is not only a human right, it is also the cornerstone of human development. They also noted that goals for basic education were included in the Plan of Action which emanated from the World Summit for Children held in New York on 30 September 1990 - a plan endorsed by virtually all countries at the highest political level. In conclusion they said:

> "Ensuring that [the right to education] is met for the full breadth of the population is perhaps the single most effective means to ensure sustainable development. We therefore call upon all countries and upon the international community to join hands - to do all within their power and resources - to achieve the full letter and spirit of the goal of ensuring basic Education for All by the year 2000."

22. In short, the spirit of Jomtien lives on. The purposes set forth in the World Declaration on Education for All are being pursued at the national level with the active support of the international community. One of the most promising indicators of the success of the Conference is that both bilateral and multilateral agencies have announced a shift in their priorities in favour of basic education. UNESCO, the organization charged with responsibility for education within the United Nations system, has sought to facilitate and encourage the contributions of other agencies to basic education and, when required, to provide appropriate mechanisms for consultation and coordination. The unity of the Jomtien alliance, however, is founded upon a shared realization that the fate of humanity depends upon education and the recognition that education is the concern and responsibility of all. As the Secretary-General observed in launching International Literacy Year: "The United Nations is never more strong or more effective than when it acts collectively to resolve the urgent problems of humanity".

A time for action

23. The present report reviews the numerous measures being undertaken to follow up International Literacy Year and the World Conference on Education for All. Yet, in a larger sense, effective follow-up can only be achieved through worldwide educational expansion and reform. Although the problems differ in both nature and degree from one country to another, every society is challenged to meet the learning needs of its population. Nor do the similarities end there. All societies, for example, must make a concerted effort to identify their problems more accurately so that they may act more effectively to resolve them. Reference has already been made to the subtle

but serious problem of functional illiteracy, especially in the industrialized countries. But the application of measures based on a dichotomy between literate and illiterate has less and less validity even in the developing countries. The spread of schooling is producing large numbers of semi-literates for whom the traditional literacy class is inappropriate. The evolving nature of educational needs and realities requires careful study in all societies. It is also apparent that in every country there are individuals and groups who have many kinds of special requirements and needs, which must be taken into account if they are to succeed in efficiently mastering the necessary learning tasks. Moreover, the means for achieving educational improvement and reform have many similarities. While the potential of the new educational media and technologies is considerable, the success of educational efforts ultimately depends upon teachers - individuals serving in formal and non-formal settings who are trained and committed to helping others learn. Developed and developing societies alike must find ways of encouraging, respecting and honouring teachers, if educational reforms are to be realized. Yet, while acknowledging the essential role played by the teacher, one must not neglect the growing importance of self-learning and the means by which society can encourage and facilitate it. UNESCO has long supported the emergence of a rural press, especially in Africa, and the promotion of libraries and book production in all developing regions. Literacy has little meaning and will be little sought after in societies where newspapers and books remain rarities. In short, the challenge of providing education for all is immense and varied. International Literacy Year and the World Conference on Education for All have succeeded in placing literacy and basic education high on national and international agendas. The problem is no longer mainly one of raising awareness. The time for action is at hand: action on a global scale extending over a decade or more. That is the challenge ahead, a challenge which will demand both strengthened national commitment and enhanced international solidarity.

Notes

1/ See United Nations Educational, Scientific and Cultural Organization, Records of the General Conference, Twenty-fifth Session, vol.1, Resolutions.

2/ See United Nations Educational, Scientific and Cultural Organization, Records of the General Conference, Twenty-third Session, vol.1, Resolutions.

APPENDIX

Decision adopted by the Executive Board of the United Nations Educational, Scientific and Cultural Organization on 11 June 1991

The Executive Board,

1. Recalling that the Universal Declaration of Human Rights and the International Covenant on Economic, Social and Cultural Rights recognize the inherent right of everyone to education;

2. Emphasizing that International Literacy Year and the World Conference on Education for All are promising initiatives in the quest for a literate world, which must be vigorously followed up;

3. Welcoming the firm commitment of member States, their national commissions for UNESCO, intergovernmental and non-governmental organizations, the mass media and the private sector in support of International Literacy Year;

4. Acknowledging with gratitude the contributions in cash, kind, services and personnel made by governments, National Commissions for UNESCO, organizations and firms to the International Literacy Year Secretariat of UNESCO;

5. Appreciating the exemplary spirit of partnership and cooperation among the sponsors of the World Conference on Education for All and underlining the importance of follow-up activities that are necessary on the international and regional levels in order to realize the objectives set forth in the World Declaration on Education for All;

6. Recalling the Plan of Action approved by the General Conference at its twenty-fifth session in resolution 1.5, establishing the priorities and strategy of UNESCO in the struggle to achieve a literate world;

7. Referring to General Assembly resolution 44/127 requesting the Secretary-General of the United Nations to submit a report on the implementation of the programme for International Literacy Year to the General Assembly at its forty-sixth session through the Economic and Social Council;

8. Notes with satisfaction the report submitted to it by the Director-General entitled "Follow-up to International Literacy Year and the World Conference on Education for All";

9. Authorizes the Director-General to transmit the aforementioned report, as amended in the light of the discussion in the Programme and External Relations Commission, to the Secretary-General of the United Nations for submission by him to the General Assembly through the Economic and Social Council;

10. Urges member States and international organizations to intensify their efforts to achieve literacy and education for all within the shortest possible time-frame, focusing especially on girls and women;

11. Calls upon member States to demonstrate their active solidarity with countries facing particularly severe problems of illiteracy and lacking the resources to tackle the problem effectively without the support of the international community;

12. Also calls upon the international community and governmental and non-governmental organizations to help in providing extrabudgetary resources to combat illiteracy;

13. Issues an appeal to communications media to contribute further to sensitizing public opinion to the necessity of joint and collective efforts to overcome the problem of illiteracy.

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DISASTER REDUCTION AND RELIEF

Fight against the screw-worm infestation

Note by the Secretary-General

The Secretary-General has the honour to transmit to the members of the Economic and Social Council the note by the International Fund for Agricultural Development on the screw-worm infestation and efforts undertaken to eradicate it. The note provides additional information on the background and origin of the fight against the screw-worm infestation and its latest status in order to complement the information provided in the report of the Food and Agriculture Organization (E/1991/62, annex).

GE.91-70820/6561a

Annex

NOTE BY THE INTERNATIONAL FUND FOR AGRICULTURAL DEVELOPMENT ON THE COLLABORATIVE FIGHT AGAINST THE SCREW-WORM

1. The New World screw-worm, a particularly destructive livestock insect pest in the Americas, was first reported in the Libyan Arab Jamahiriya in late 1988. The International Fund for Agricultural Development (IFAD), recognizing the danger, had participated in a joint mission to the Libyan Arab Jamarihiya in May 1991, which was instrumental in confirming the presence of the screw-worm in the country. IFAD responded to the emergency by initiating and designing a regional pilot biological control programme for the eradication of the screw-worm, employing the only known method of eradication, developed by the United States of America and Mexico, the sterile insect technique, which relies on the regular aerial release of sterilized flies. This is supported by complementary measures for animal inspection, spraying of herds/flocks and control of animal movement.

2. IFAD financed more than half the cost of the pilot programme and mobilized additional funds from the African Development Bank and the United Nations Development Programme (UNDP) for this initiative. IFAD then requested the Food and Agriculture Organization of the United Nations (FAO) to execute this Fund-initiated pilot programme. FAO provided technical assistance staff through a technical cooperation programme grant for this purpose.

3. The results from the implementation of the pilot programme show that it has been extremely successful. In April 1991, only one isolated case of New World screw-worm has been discovered, as against 289 cases in April 1990, showing that the pilot programme by itself has virtually eradicated the screw-worm in the target area. It is important, however, to monitor the evolving situation and consolidate the achievements of the pilot programme.

4. A large-scale control programme was envisaged to follow the IFAD-initiated pilot programme. The large-scale programme was jointly initiated by FAO and IFAD, with an initial estimated total cost of $US 117 million. A memorandum of understanding was signed between FAO and IFAD in June 1990 setting out the role of IFAD in resource mobilization and the responsibility of FAO for execution. Subsequently, international donor pledging conferences were held in July 1990 and in February 1991 at IFAD headquarters in Rome to mobilize funding for the large-scale programme. In the light of the quasi-eradication achieved by the pilot programme itself in the target area, it has been possible to lower the cost of the large-scale control programme to $US 45 million. Multilateral institutions have pledged a total of $US 23.7 million. Of these, the largest contributors are the World Bank Global Environment Facility, with $US 9 million, and IFAD, with $US 5.5 million, while other contributors include the Islamic Development Bank, the Organization of Petroleum Exporting Countries and the African Development Bank. Bilateral donors have pledged a total of $US 21.5 million. The Libyan Arab Jamahiriya itself has contributed $US 27 million in cash and in kind.

5. In December 1990, the General Assembly, in its resolution 45/207, called urgent attention to the problem of pest control. It urged the international community to give full support to action to eradicate the screw-worm fly, particularly in Africa, and welcomed the support already provided by donors to the collaboration between FAO and IFAD.

6. The biological control programme against the screw-worm demonstrates the potential for collaboration among countries and between different multilateral agencies to face a common threat. In the prevailing context, such an operation would not have been possible without the effective and joint collaboration of IFAD and FAO. The programme is a remarkable example of the mobilization of efforts by all donors to give priority to addressing a global environmental challenge over any other consideration.